

## Message Text

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ACTION EB-07

INFO OCT-01 EUR-12 IO-10 ISO-00 SSO-00 NSCE-00 USIE-00

INRE-00 CCO-00 CIAE-00 OTPE-00 FCC-01 INR-07 NSAE-00

OC-05 COME-00 BIB-01 OIC-02 SS-15 NSC-05 PA-01 PRS-01

AF-06 ARA-06 EA-07 NEA-10 ACDA-05 DODE-00 PM-04 L-03

NASA-01 OES-03 /113 W

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O R 291532Z SEP 75

FM AMEMBASSY BONN

TO SECSTATE WASHDC IMMEDIATE 3218

INFO USMISSION GENEVA IMMEDIATE

USMISSION USBERLIN

USMISSION NATO BRUSSELS

AMEMBASSY BERLIN

AMEMBASSY LONDON

AMEMBASSY MOSCOW

AMEMBASSY PARIS

C O N F I D E N T I A L SECTION 01 OF 03 BONN 15897

E.O. 11652: GDS

TAGS: PFOR ETEL ITU GW WB US UK FR

SUBJECT: OCTOBER ITU REGIONAL CONFERENCE: BERLIN  
ASPECTS

REGS: (A) STATE 229187; (B) BONN 14620;  
(C) STATE 208226; (D) BONN 14034

SUMMARY. AS FORESEEN REFTELS, THE BONN GROUP HAS  
PRODUCED TWO PAPERS FOR USE BY THE ALLIES AND THE FRG  
AT THE OCTOBER ITU CONFERENCE IN GENEVA: (1) A  
CONTINGENCY PLAN, TO DRAW ON IN PREPARING RESPONSES TO  
SOVIET OR OTHER EE ATTACKS ON FRG REPRESENTATION OF  
WSB FREQUENCIES; AND (2) A NEGOTIATING BRIEF, TO SET OUT  
AGREED POSITIONS OF THE FOUR AND TO BIND THE FRG  
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CONFERENCE DELEGATES. TEXTS OF BOTH PAPERS FOLLOW

SEPTELS. THE CONTINGENCY PLAN HAS BEEN AGREED AD REFERENDUM BY THE BONN GROUP FOR RECOMMENDATION TO AUTHORITIES. AS DISCUSSED IN THIS MESSAGE, AD REFERENDUM AGREEMENT HAS ALSO BEEN REACHED ON ALL BUT TWO PARTS OF THE NEGOTIATING BRIEF AND GUIDANCE FROM AUTHORITIES IS NEEDED NOW TO RESOLVE FINAL OUTSTANDING ISSUES. THIS MESSAGE CONTAINS OUR RECOMMENDATIONS FOR RESOLUTION OF THOSE ISSUES. END SUMMARY.

1. THE CONTINGENCY PLAN AND NEGOTIATING BRIEF FORESEEN REFTELS HAVE BEEN DRAFTED AND DISCUSSED BY THE BONN GROUP. THE CONTINGENCY PLAN (TRANSMITTED AND DISCUSSED SEPTEL) HAS BEEN AGREED AD REFERENDUM AND ALL BONN GROUP REPS ARE RECOMMENDING THEIR AUTHORITIES APPROVE IT.

2. CONTRARY TO WHAT THE UK BONN GROUP REP HAD EARLIER REPORTED (REF D), LONDON DID NOT PROVIDE GUIDANCE FOR A DRAFT NEGOTIATING BRIEF AND THE DRAFT FROM WHICH THE BONN GROUP HAS BEEN WORKING, IN TRIPARTITE AND THEN QUADRIpartite DISCUSSIONS, WAS THEREFORE PREPARED BY THE US REP. THE NEGOTIATING BRIEF, WHICH IS DESIGNED TO SET OUT THE AGREED POSITION OF THE ALLIES AND THE FRG ON WSB FREQUENCIES AND TO BIND FRG NEGOTIATORS AT THE CONFERENCE, NOW HAS AD REFERENDUM AGREEMENT EXCEPT IN TWO CRITICAL AREAS: (A) RELATIVE PRIORITIES OF THE SEVEN FREQUENCIES WHICH HAVE BEEN NOTIFIED FOR THE WSB, AND (B) ACTION TO BE TAKEN BY THE BRITISH AND FRENCH DELGATIONS IF THE CONFERENCE DOES NOT ADEQUATELY PROTECT WSB BROADCASTING INTERESTS (THE FRG BONN GROUP REP HAS ALREADY INDICATED THAT FRG DELEGATION WOULD SIGN THE CONFERENCE FINAL ACTS WITH RESERVATIONS).

3. THE QUESTION OF PRIORITIES IS ESSENTIALLY AN FRG-US BILATERAL MATTER. THE UK HAS ONLY ONE FREQUENCY IN THE LF/MF RANGE IN BERLIN (BBC 810) AND HAS TAKEN THE POSITION THAT IT IS NON-NEGOTIABLE (AN ALTERNATE FREQUENCY PROVIDING SIMILAR COVERAGE WOULD BE ACCEPTABLE). WE EXPECTED THIS POSITION AND ARE NOT TROUBLED BY IT; THE IFRB STUDIES INDICATE THAT BBC 810

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WILL NOT BE AN ISSUE IN ITSELF AT THE CONFERENCE (AS CONTRASTED WITH RIAS 990 AND SFB 567). THE RIAS/SFB PROBLEM, HOWEVER, IS ANOTHER MATTER SINCE, AS NOTED IN THE DRAFT NEGOTIATING BRIEF, THE GDR HAS REQUESTED FREQUENCIES WHICH COULD SERIOUSLY AFFECT THOSE TWO OPERATIONS.

4. DURING THE US-FRG BILATERAL DISCUSSIONS HERE IN

EARLY SEPTEMBER, THE GERMANS WERE TOLD THAT IF THE ITU  
CONFERENCE REDUCED THE FREQUENCIES FOR WSB TO THE POINT  
WHERE A CHOICE HAD TO BE MADE BETWEEN RIAS AND SFB,  
RIAS WOULD HAVE PRIORITY. THE FRG REPS TOOK NOTE OF  
THIS BUT RESERVED THEIR POSITION, REFERRING  
TO THE HIGH DOMESTIC INTEREST IN MAINTAINING A "FEDERAL  
GERMAN" OPERATION IN WEST BERLIN, AND ALLUDING TO THE  
DOMESTIC POLITICAL INFLUENCE OF ARD (THE WEST GERMAN  
BROADCASTING ASSOCIATION -- ARBEITSGEMEINSCHAFT  
RUNDFUNKANSTALTEN DEUTSCHLANDS), WHICH HAS CLOSE TIES  
TO SFB. THE FRG POSITION ON PRIORITIES IS THAT THE

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MAIN RIAS STATION (990), THE BBC FREQUENCY (810), AND  
THE MAIN SFB OPERATION (567) MUST ALL BE ACCORDED CO-

EQUAL "FIRST PRIORITY" AND BE DESIGNATED BY THE ALLIES/FRG AS "NON-NEGOTIABLE."

5. THE OTHER "PRIORITIES" ISSUE YET UNRESOLVED (ALSO A US-FRG BILATERAL PROBLEM) IS THE RELATIVE POSITIONING OF THE FOUR OTHER WSB FREQUENCIES: AFN 936, RIAS 684, RIAS 855, AND SFB 1449. IN OUR DRAFT NEGOTIATING BRIEF, WE ASSIGNED THEM RELATIVE PRIORITY IN THE ORDER JUST GIVEN. THE FRG HAS ARGUED THAT NO ORDERING SHOULD BE MADE BUT HAS REQUESTED AGREEMENT THAT THE FRG DEL AT THE ITU CONFERENCE MAY USE ANY OF THE FOUR AS THEY WISH AS BARGAINING CHIPS TO PROTECT THE THREE "NON-NEGOTIABLE" FREQUENCIES. THIS  
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COULD, OF COURSE, LEAD TO A RELATIVELY EARLY SACRIFICE OF THE AFN OR RIAS FREQUENCIES SINCE IT CAN BE ASSUMED THAT BONN WOULD TRY TO PROTECT THE SECOND SFB (1449) FREQUENCY.

6. THE REMAINING UNRESOLVED ISSUE IN THE NEGOTIATING BRIEF IS THE QUESTION OF WHAT THE FRG, UK, AND FRENCH ITU CONFERENCE DELS WOULD DO IF THE WSB BROADCASTING INTERESTS WERE NOT FULLY PROVIDED FOR BY THE CONFERENCE (PART IV OF THE NEGOTIATING BRIEF). OUR OBJECTIVE HAS BEEN TO HAVE ALL THREE DELS SIGN WITH RESERVATIONS THE BERLIN PORTIONS OF THE CONFERENCE FINAL ACTS (IF THEY SIGN THE FINAL ACTS AT ALL), IF WSB INTERESTS ARE NOT ADEQUATELY COVERED -- I.E., IF WE ARE UNABLE TO RETAIN THE FREQUENCIES WHICH ARE AGREED AS BEING "NON-NEGOTIABLE." THE FRG HAS AGREED TO SUCH LANGUAGE IN THE NEGOTIATING BRIEF, THE UK REP HAS AGREED ON AN AD REFERENDUM BASIS, WHILE THE FRENCH REP HAS RESERVED HIS POSITION, STATING THIS IS FOR PARIS TO DECIDE. THE FRENCH BONN GROUP REP HAS TOLD US BILATERALLY THAT PARIS WOULD PROBABLY NOT WANT TO SIGN WITH RESERVATIONS IF THE OTHER RESULTS OF THE CONFERENCE WERE FAVORABLE TO THE FRENCH.

7. COMMENT: WHILE THE FRENCH AND BRITISH REPS ARE NOW SEEKING INSTRUCTIONS, OUR EXPECTATION IS THAT, ON THE PRIORITIES QUESTION -- TREATED IN PART III OF THE NEGOTIATING BRIEF -- THE FRENCH WILL GO ALONG WITH WHATEVER WE AND THE FRG AGREE TO, AS WILL THE BRITISH SO LONG AS BBC 810 IS INCLUDED IN THE "FIRST PRIORITY" AND ACCORDED "NON-NEGOTIABLE" STATUS. WE HAD INITIALLY SEEN SOME VALUE IN PLACING SFB 567 IN "SECOND PRIORITY," EVEN WHILE ACCORDING IT "NON-NEGOTIABLE" STATUS: IT WOULD THUS HAVE BEEN CLEARLY ON THE RECORD WHICH OPERATION WOULD CONTINUE IF THERE HAD TO BE A CHOICE. NOW, HOWEVER, WE HAVE COME TO THE CONCLUSION

THAT THE FRG COULD NEVER AGREE TO SUCH A LISTING.  
PARTICULARLY SINCE AN SFB OFFICIAL WILL BE A MEMBER OF  
THE FRG DEL AT THE CONFERENCE, ANY SUCH "UNFAVORABLE"  
LISTING WOULD QUICKLY BE MADE PUBLIC AND THE BONN  
GOVERNMENT WOULD BE PUT IN A VERY DIFFICULT POSITION  
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VIS-A-VIS THE OPPOSITION AND ARD. WE BELIEVE, THEREFORE,  
THAT WE SHOULD AGREE TO LISTING SFB 567 IN THE "FIRST  
PRIORITY," WHILE ORALLY RECALLING TO THE GERMANS  
BILATERALLY OUR STATEMENTS DURING THE EARLY SEPTEMBER  
BILATERAL MEETINGS THAT RIAS WOULD HAVE PRECEDENCE IF,  
IN THE END, A CHOICE BECAME INEVITABLE. THE NET EFFECT  
OF ACCORDING CO-EQUAL STATUS TO RIAS 990, BBC 810, AND  
SFB 567 -- AND WE DO NOT BELIEVE IT REALISTIC TO EXPECT  
BRITISH AND FRG AGREEMENT TO ANYTHING LESS -- WOULD  
BE THAT THE MINIMUM NEGOTIATING POSITION FOR THE FRG  
DELEGATION WOULD BE TO INSIST ON RETENTION OF ALL THREE  
FREQUENCIES (OR ACCEPTABLE ALTERNATES).

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8. REGARDING THE OTHER FOUR WSB FREQUENCIES, WE BELIEVE THEY SHOULD BE RANK-ORDERED, PARTICULARLY IN ORDER TO GIVE BETTER PROTECTION TO AFN. WE THINK WE COULD GIVE A LITTLE HERE, HOWEVER, AND AGREE TO HAVE SBF 449 MOVED UP TO A POSITION BETWEEN THE TWO RIAS FREQUENCIES. END COMMENT.

9. RECOMMENDATIONS:

A. THAT WE AGREE TO REVISE PART II.D AND E OF THE NEGOTIATING BRIEF TO READ AS FOLLOWS:

BEGIN TEXT:

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D(3). IF (L) OR (2) PROVE IMPOSSIBLE, THE PRIORITIES OF THE SEVEN FREQUENCIES ARE AS FOLLOWS:

FIRST PRIORITY RIAS 990  
BBC 810  
SFB 567

SECOND PRIORITY AFN 936  
THIRD PRIORITY RIAS 684  
FOURTH PRIORITY SFB 1449  
FIFTH PRIORITY RIAS 855

E. RIAS 990, BBC 810, AND SFB 567 ARE NON-NEGOTIABLE (SUBJECT TO THE POSSIBILITY OF ACCEPTING DIFFERENT BUT EQUALLY EFFECTIVE FREQUENCIES) WHILE THE OTHERS -- IN THE REVERSE OF THE ORDER LISTED -- MAY BE USED AS BARGAINING CHIPS TO PROTECT HIGHER PRIORITIES ON THE LIST. END TEXT.

B. THAT ON A BILATERAL BASIS WE RECALL TO THE FRG ORALLY BUT FORMALLY THAT, IF IT CAME TO A CHOICE, RIAS 990 WOULD HAVE PRIORITY OVER SFB 567. WE COULD ALSO INDICATE WE WOULD DISCUSS POSSIBLE ADJUSTMENTS AT THE ANTICIPATED POST-CONFERENCE US-FRG BILATERAL MEETING (REF B).

C. THAT IF PARIS DECLINES TO AGREE TO SIGN WITH  
RESERVATIONS THE BERLIN FREQUENCY PORTIONS OF CONFERENCE  
FINAL ACTS SHOULD THE RESULTS OF THE CONFERENCE BE  
NEGATIVE (PART IV OF NEGOTIATING BRIEF), WE APPROACH  
FRENCH IN WASHINGTON OR PARIS TO MAKE POLITICAL  
DEMARCHE ON BASIS OF PSYCHOLOGICAL, CULTURAL, AND  
POLITICAL IMPORTANCE OF STATIONS IN WSB.

10. ACTION REQUESTED: THAT THE DEPARTMENT AGREE TO  
THE DRAFT NEGOTIATING BRIEF (SEPTTEL) AS MODIFIED BY  
TEXT IN PARA 9.A OF THIS TELEGRAM. REQUEST GUIDANCE  
ALSO ON RECOMMENDATIONS B AND C, ABOVE.  
HILLENBRAND

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## Message Attributes

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